

LEGISLATIVE BRANCH APPROPRIATIONS FOR FISCAL YEAR 2016

U.S. SENATE,
SUBCOMMITTEE OF THE COMMITTEE ON APPROPRIATIONS,
Washington, DC.

DEPARTMENTAL WITNESSES

[CLERK'S NOTE.—The subcommittee did not hold formal hearings for the Government Publishing Office and the Office of Compliance. Following are the statements submitted by them:]

GOVERNMENT PUBLISHING OFFICE

PREPARED STATEMENT OF DAVITA VANCE-COOKS, DIRECTOR

Chairwoman Capito, Ranking Member Schatz, and Members of the Subcommittee on Legislative Branch Appropriations, it is an honor to present the appropriations request of the Government Publishing Office (GPO) for fiscal year 2016. As background, my prepared statement provides an overview of GPO's functions and operations.

GOVERNMENT PUBLISHING OFFICE

The Government Publishing Office (GPO) is the OFFICIAL, DIGITAL, SECURE resource for producing, procuring, cataloging, indexing, authenticating, disseminating, and preserving the official information products of the Federal Government.

Under Title 44 of the U.S. Code, GPO is responsible for the production and distribution of information products for all three branches of the Government, including the official publications of Congress and the White House, U.S. passports for the Department of State, and the official publications of other Federal agencies and the courts. Once primarily a printing operation, we are now an integrated publishing operation and carry out our mission using an expanding range of digital as well as conventional formats. Congress and the President recognized this change in our operations in the Consolidated and Continuing Appropriations Act of Fiscal Year 2015 (Public Law 113–235), which contains a provision redesignating GPO's official name as the Government *Publishing* Office. GPO currently employs about 1,700 workers.

Along with sales of publications in digital and tangible formats to the public, GPO supports openness and transparency in Government by providing permanent public access to Federal Government information at no charge through our Federal Digital System (FDsys, at www.fdsys.gov), which today makes more than 1 million Federal titles available online from both GPO and links to servers in other agencies. In fiscal year 2014 FDsys averaged 38.1 million retrievals per month, with a spike up to 47.5 million during the Government shutdown of October 2013. We also provide public access to Government information through partnerships with approximately 1,200 libraries nationwide participating in the Federal Depository Library Program.

In addition to GPO's Web site, www.gpo.gov, we communicate with the public routinely via Facebook <http://www.facebook.com/USGPO>, Twitter twitter.com/USGPO, YouTube <http://www.youtube.com/user/gpoprinter>, and Pinterest <http://pinterest.com/usgpo/>.

History

From the Mayflower Compact to the Declaration of Independence and the papers leading to the creation and ratification of the Constitution, America is a nation based on documents, and our governmental tradition since then has reflected that

fact. Article I, section 5 of the Constitution requires that “each House shall keep a journal of its proceedings and from time to time publish the same.” After years of struggling with various systems of contracting for printed documents that were beset with scandal and corruption, in 1860 Congress created the Government Printing Office as its official printer. GPO first opened its doors for business on March 4, 1861, the same day Abraham Lincoln was inaugurated as the 16th President.

Since that time, GPO has produced and distributed the official version of every great American state paper and an uncounted number of other Government publications, documents, and forms. These documents include the Emancipation Proclamation, the legislative publications and acts of Congress, Social Security cards, Medicare and Medicaid information, census forms, tax forms, citizenship forms, passports, military histories ranging from the *Official Records of the War of the Rebellion* to the latest accounts of our forces in Afghanistan, the 9/11 Commission Report, Presidential inaugural addresses, and Supreme Court opinions. This work goes on today, in both digital as well as print forms.

Strategic Vision and Plan

GPO is transforming from a print-centric to a content-centric publishing operation. In fiscal year 2016 and the years ahead, GPO will continue to develop an integrated, diversified product and services portfolio that focuses primarily on digital. Although industry experts predict tangible print will continue to be required because of official use, archival purposes, authenticity, specific industry requirements, and segments of the population that either have limited or no access to digital formats, we recognize that the volume of tangible print that is requisitioned from GPO is declining and will continue to decline.

GPO’s strategic plan, which is available for public review at <http://www.gpo.gov/about/>, is built around four goals: satisfying our stakeholders, offering products and services, strengthening our organizational foundation, and engaging our workforce. The plan provides the blueprint for how GPO will continue to achieve its mission of *Keeping America Informed* with an emphasis on being OFFICIAL, DIGITAL, SECURE. GPO’s senior managers convene at the beginning of the fiscal year to review the plan and approve it before it is issued.

Technology Transformation

GPO has continually transformed itself throughout its history by adapting to changing technologies. In the ink-on-paper era, this meant moving from hand-set to machine typesetting, from slower to high-speed presses, and from hand to automated bookbinding. These changes were significant for their time.

Yet they pale by comparison with the transformation that accompanied our incorporation of electronic information technologies, which began over 50 years ago in 1962 when the Joint Committee on Printing directed the agency to develop a new system of computer-based composition. That order led to the development of GPO’s first electronic photocomposition system, which by the early 1980’s had completely supplanted machine-based hot metal typesetting. Following the enactment of the GPO Electronic Information Access Enhancement Act in 1993, the databases generated by our composition system were uploaded to the Internet via GPO’s first Web site, GPO Access, vastly expanding the agency’s information dissemination capabilities. Those functions continue today with FDsys on a more complex and comprehensive scale.

While transforming to an increasingly digital footing, GPO continues to provide an array of printing services to support the needs of Congress, Federal agencies, and the public. GPO is retooling its print operations to utilize a smaller, more flexible, more digitally-based equipment profile than previously. In fiscal year 2014 we took delivery of a new zero make-ready press to support congressional and Federal agency publishing requirements, which will replace two aging presses that have been in place since 1979. We are continually reviewing product and equipment options to ensure that our publishing activities are conducted with the most efficient, effective technologies available.

As a result of these sweeping technology changes—digital products, equipment, and processes GPO is now fundamentally different from what it was as recently as a generation ago. It is smaller, leaner, and equipped with digital production capabilities that are the bedrock of the information systems relied upon daily by Congress, Federal agencies, and the public to ensure open and transparent Government in the digital era. As we prepare GPO for the Government information environment and technology challenges of the future, our transformation is continuing with the development of new ways of delivering Government information, including apps and bulk data download files.

GPO AND CONGRESS

For the Clerk of the House, the Secretary of the Senate, and the committees of the House and the Senate, GPO publishes the documents and publications required by the legislative and oversight processes of Congress in digital and tangible formats. This includes the daily *Congressional Record*, bills, reports, legislative calendars, hearings, committee prints, and documents, as well as stationery, franked envelopes, memorials and condolence books, programs and invitations, phone books, and the other products needed to conduct the business of Congress. We also detail expert staff to support the publishing requirements of House and Senate committees and congressional offices such as the House and Senate Offices of Legislative Counsel. We work with Congress to ensure the provision of these services under any circumstances.

Today the activities associated with creating congressional information databases comprise the majority of the work funded by our annual Congressional Publishing Appropriation (formerly known as the Congressional Printing and Binding Appropriation). Our advanced digital authentication system, supported by public key infrastructure (PKI), is an essential component for assuring the digital security of congressional publications. The databases we build are made available for providing access to congressional publications in digital formats as well as their production in tangible formats.

GPO's congressional information databases also form the building blocks of other information systems supporting Congress. For example, they are provided directly to the Library of Congress to support its Congress.gov system as well as the legislative information systems the Library makes available to House and Senate offices. We work with the Library to prepare summaries and status information for House and Senate bills in XML bulk data format. We are also collaborating with the Library on the digitization of historical printed documents, such as the *Congressional Record*, to make them more broadly available to Congress and the public.

GPO Cuts the Cost of Congressional Work

The use of electronic information technologies by GPO has been a principal contributor to lowering the cost, in real economic terms, of congressional information products. In fiscal year 1980, as we replaced hot metal typesetting with electronic photocomposition, the appropriation for Congressional Publishing was \$91.6 million, the equivalent in today's dollars of \$263 million. By comparison, our approved funding for fiscal year 2015 is \$79.7 million, a reduction of more than two-thirds in constant dollar terms.

Productivity increases resulting from technology have enabled us to make substantial reductions in staffing requirements while continuing to improve services for Congress. In 1980, GPO employment was 6,450. Today, we have 1,695 employees on board, representing a reduction of 4,755, or more than 70 percent. This is the smallest GPO workforce of any time in the past century.

Highlights of Fiscal Year 2014 Congressional Work

In fiscal year 2014, essential staff from GPO remained on duty during the Government shutdown in October 2013 to meet the publishing requirements of Congress throughout the shutdown period without any interruption or reduction in service. During the year, we published the *Congressional Directory* for the 113th Congress under the direction of the Joint Committee on Printing, and late in the year we released the *New Member Pictorial Directory for the 114th Congress* as prepared by the Committee on House Administration. We also worked with the Office of the Clerk of the House to prepare an eBook version of *Hispanic Americans in Congress 1822-2012*.

At the direction of the House Appropriations Committee, and in support of the House's task force on bulk data, in 2014 we began work with the Library of Congress to make House bill status information prepared by the Congressional Research Service available in XML bulk data format. Late in the year our work in making legislative information available in XML bulk data format was expanded to include Senate bills, at the request of the Secretary of the Senate.

GPO AND FEDERAL AGENCIES

Federal agencies are major generators of information in the United States, and GPO produces their information products for official use and public access. Federal agencies and the public also rely on a growing variety of secure credentials produced by GPO, including travelers holding U.S. passports, members of the public who cross our borders frequently, and other users. Our digital systems support key Federal agency publications, including the annual *Budget of the U.S. Government* and,

most importantly, the *Federal Register* and associated products. As it does for congressional documents, our digital authentication system, supported by public key infrastructure (PKI), assures the digital security of agency documents. GPO does not receive appropriations to produce work for Federal agencies. Instead, we provide products and services on a reimbursable basis.

Highlights of Fiscal Year 2014 Agency Operations

For the past 3 years we have made the *Budget of the U.S. Government* available as a mobile app.

One of GPO's major agency customers is the Office of the Federal Register (OFR), which produces the daily *Federal Register* and related publications such as the Code of Federal Regulations, and other key information products like the *Daily Compilation of Presidential Documents* and the *Public Papers of the President*. GPO produces these publications in both digital and tangible formats.

Since 1926 GPO has been responsible for producing the U.S. passports for the Department of State. At one time, no more than a conventionally printed document, the U.S. passport since 2005 has incorporated a digital chip and antenna array capable of carrying biometric identification data. With other security printing features, this document—that we produce in Washington, DC, as well as a secure remote facility in Mississippi—is now the most secure identification credential obtainable. In fiscal year 2014, we made changes to our facilities to begin installing equipment that will be used to produce the next generation passport.

Since 2008, we have served as an integrator of secure identification smart cards to support the credentialing requirements of Federal agencies and other Government entities. Our secure credential unit has been certified by the General Services Administration (GSA) as the only government-to-government provider of credentials meeting the requirements of Homeland Security Presidential Directive 12 (HSPD-12).

We anticipated that the sequester implemented during fiscal year 2013 would impact funding for printing and other information products ordered through GPO. In response, we implemented increased controls on spending, reprioritized capital investment plans, and closely monitored costs. GPO was able to continue its support of Federal agency publishing and information product requirements without any interruption or reduction in service. During the October 2013 Government shutdown, GPO initially scaled back support of Federal agency requirements consistent with Office of Management and Budget and related requirements for a lapse in funding. However, as the shutdown continued and some agencies returned to business (such as the Department of Defense), GPO responded to their essential requirements. Additionally, GPO provided public access via FDsys to health and safety regulatory information issued by the Office of the Federal Register during the shutdown.

During fiscal year 2014, GPO reported positive results on a customer satisfaction survey of approximately 500 Federal agencies. The survey focused on GPO's products, services, and programs, the cost-effectiveness of services, and satisfaction with GPO's Web site and customer service. Some of the results included:

- 91 percent of customers are satisfied with overall service from their primary GPO location
- 90 percent are likely to recommend GPO to a colleague
- 90 percent say they do not believe they can beat or match GPO pricing

The survey was conducted in support of GPO's Strategic Plan, that emphasizes a customer-centric approach through agency-wide procedures, policies, and activities implemented to ensure GPO is meeting customers' needs and exceeding their expectations.

Partnership With Industry

Other than congressional and inherently governmental work such as the *Federal Register*, the Budget, and secure and intelligent documents, we produce virtually all other Federal agency information products via contracts with the private sector printing and information product industry issued by our central office and regional GPO offices around the country. In fiscal year 2014, this work amounted to approximately \$289.3 million. Approximately 16,000 individual firms are registered to do business with GPO, the vast majority of whom are small businesses averaging 20 employees per firm. Contracts are awarded on a purely competitive basis; there are no set-asides or preferences in contracting other than what is specified in law and regulation, including a requirement for Buy American. This partnership provides great economic opportunity for the private sector.

GPO AND OPEN, TRANSPARENT GOVERNMENT

Producing and distributing the official publications and information products of the Government fulfills an informing role originally envisioned by the Founders, as James Madison once said:

“A popular Government without popular information, or the means of acquiring it, is but a Prologue to a Farce or a Tragedy, or perhaps both. Knowledge will forever govern ignorance, and a people who mean to be their own Governors, must arm themselves with the power which knowledge gives.”

GPO operates a variety of programs that provide the public with “the means of acquiring” Government information that Madison spoke of. These programs include the Federal Depository Library program (FDLP), Federal Digital System (FDsys), Publications Sales, and Social Media.

Federal Depository Library Program

The FDLP has legislative antecedents that date back 200 years, to 1813. Across those years, depository libraries have served as critical links between “We the People” and the information made available by the Federal Government. GPO provides the libraries with information products in digital and, in some cases, tangible formats, and the libraries in turn make these available to the public at no charge while providing additional help and assistance to depository library users. The program today serves millions of Americans through a network of approximately 1,200 public, academic, law, and other libraries located across the Nation, averaging nearly three per congressional district. Once limited to the distribution of printed and microfiche products, the FDLP today is primarily digital, supported by FDsys and other digital resources. This overwhelming reliance on digital content allowed for the first digital-only Federal depository library designation in fiscal year 2014, with others to follow.

In fiscal year 2014, GPO completed work on our FDLP Forecast Study, a collaborative research project between GPO and depository libraries, that surveyed all depository libraries to assess the current conditions of the program. Primary issues identified in the survey include budget constraints, use of physical space, staffing, and collection scope changes. Results from this initiative will serve as a blueprint for developing a new National Plan for Access to Federal Government Information.

Also supporting the Federal depository libraries and the public nationwide is the work GPO does under its statutory mandate to catalog a comprehensive index of public documents issued or published by the Federal Government that are not confidential in character. The public interface for accessing these cataloging records is GPO’s *Catalog of U.S. Government Publications* (CGP). In fiscal year 2014, there were 25.6 million successful searches of the CGP, an increase of 10.5 million over fiscal year 2013. Also during this period, more than 13,800 new cataloging records were added to the CGP, of which 60 percent contained direct online links to the cataloged content. Additionally, more than 150 free Federal Government eBooks from various agencies are now available via the CGP, with more being added continuously. Thanks to a partnership we forged with the Digital Public Library of America (DPLA), more than 150,000 records from GPO’s digital Catalog of Government Publications are now also available to the public through the DPLA’s Web site.

Federal Digital System

GPO has been providing access to digital congressional and Federal agency documents since 1994. Today, FDsys provides the majority of congressional and Federal agency content to the FDLP as well as other online users. This system has reduced the cost of providing public access to Government information significantly when compared with print, while expanding public access dramatically through the Internet. Public utilization of FDsys has increased substantially. In 2014, FYFDsys recorded its 1 billionth document retrieval since replacing our original online Web site, *GPO Access*. Currently, FDsys serves as a secure preservation repository for more than 1 million individual titles from all three branches of the Government, the only system of its kind in operation today. In fiscal year 2014, FDsys averaged 38.1 million retrievals per month, with a spike of up to 47.5 million during the October 2013 Government shutdown.

GPO is continually adding collections to FDsys to provide increased public access to Government information. In fiscal year 2014, new collections were added ranging from audio books to digital editions of historic publications like the Warren Report on the assassination of President Kennedy and the Civil Rights Act of 1964. At the end of the year, we were one of 5 institutions named by the Library of Congress and the National Institute of Museum and Library Services to be part of the Na-

tional Digital Stewardship Residency program, under which we are now preparing to become the first Federal agency certified as a Trustworthy Digital Depository for Government information.

During the October 2013 Government shutdown, the FDsys congressional and regulatory information collections were continually updated as an essential function in order to provide public access to this essential information. The other collections on FDsys were not updated but were still accessible. All other information on gpo.gov (concerning our Online Bookstore, FDLP.gov, Contractor Connect, etc.) remained static during the shutdown.

FDsys Improvements Planned for Fiscal Year 2016

As GPO's enterprise information management system for digital information dissemination and preservation, FDsys is a critical component of our integrated publishing operation. Continued investment in this cornerstone system is needed in order to ensure FDsys technology, features, and functionality supports GPO's mission and meets the needs of key stakeholders, including Congress, Federal agencies, and the American public.

In fiscal year 2016, the Next Generation FDsys public website (NextGen) will officially launch and the legacy site will be retired. NextGen functionality will greatly enhance the way stakeholders can interact with FDsys, including a responsive user interface, replacement of the current search engine with an Open Source search engine, the implementation of linking between related publications, and user interface improvements based on extensive stakeholder engagement.

Along with the launch of NextGen, other initiatives are crucial for managing Federal Government content in FDsys, including developing new content collections, increasing content in existing collections, enhancing the accessibility of content, and increasing the discoverability of information within the system. GPO also has begun the initial process to seek certification for FDsys as a Trustworthy Digital Repository in compliance with the International Organization for Standardization (ISO 16363). This certification will validate that FDsys, its infrastructure, and its supporting organization are reliable and sustainable, in order to ensure the highest level of service now and into the future.

With the planned updates to the FDsys search, content management, and preservation components and along with certification of FDsys as a Trusted Digital Repository, it is also critical to invest in the IT infrastructure supporting the system. This includes bandwidth, storage, and servers needed for the Production, COOP, Test, and Development environments. In fiscal year 2016, GPO will also explore how to migrate FDsys to the Cloud to reduce reliance on on-site physical infrastructure.

GPO Achieves Savings in Information Dissemination

Since fiscal year 1995, the first full year of our online operations, the cost of producing and distributing millions of copies of printed publications to Federal depository libraries nationwide was funded at \$17.6 million, the equivalent of \$27.3 million in constant dollars. For fiscal year 2016, we are proposing to fund this function at \$8.2 million, a reduction of nearly 70 percent in constant dollar terms. Along with appropriations to GPO's Revolving Fund, we have used the savings from reduced printing and distribution costs to pay for the establishment and operation of our digital information dissemination operations, achieving additional savings for the taxpayers and vastly expanding public access to Government information.

Publication and Information Sales Program

Along with the FDLP and FDsys, which are no-fee public access programs, GPO provides public access to official Federal information through public sales featuring secure ordering through an online bookstore, a bookstore at GPO headquarters in Washington, DC, and partnerships with the private sector that offer Federal publications as eBooks. As a one-stop shop for eBook design, conversion, and dissemination, our presence in the eBook market continues to grow. We now have agreements with Apple, Google's eBookstore, Barnes & Noble, OverDrive, Ingram, Zinio, and other online vendors to make popular Government titles such as the *Public Papers of the President-Barack Obama*, the *Financial Crisis Inquiry Report*, and *Ponziemonium: How Scam Artists are Ripping Off America* available as eBooks. Additionally, in fiscal year 2014 we worked with Congress to make *Hispanic Americans in Congress* available as an eBook.

Reimbursable Distribution Program

We operate distribution programs for the information products of other Federal agencies on a reimbursable basis, including General Services Administration (GSA) Consumer Information Center publications, from warehouses in Pueblo, CO, and Laurel, MD.

GPO and Social Media

We use Facebook, Twitter, YouTube, and a book blog to share information about GPO news and events and to promote specific publications and products. By the end of fiscal year 2014, we had 3,932 likes on Facebook, 5,372 followers on Twitter, and 120,000 views across 66 videos on YouTube. On Pinterest, we had 422 followers pinning on 15 boards of Federal Government information. Our book blog, Government Book Talk, focuses on increasing the awareness of new and classic Federal publications through reviews and discussions.

GPO'S FINANCES

Business Operations Revolving Fund

All GPO activities are financed through our Business Operations Revolving Fund. This business-like fund is used to pay all of GPO's costs in performing congressional and agency publishing, information product procurement, and publications dissemination activities. It is reimbursed from payments from customer agencies, sales to the public, and transfers from GPO's two annual appropriations: the Congressional Publishing Appropriation and the Public Information Programs of the Superintendent of Documents Appropriation.

The Business Operations Revolving Fund functions as GPO's checking account with the U.S. Treasury. GPO pays its expenses from this account either with electronic transfer or check. The fund is reimbursed when the Treasury Department transfers money from agency appropriations accounts to the fund when agencies pay GPO invoices. This procedure also applies to the payment of transfers from the Congressional Publishing and Public Information Programs appropriations, and to deposits of funds collected from sales to the public.

GPO maintains a cash balance in the Business Operations Revolving Fund that is used to pay all expenses. The cash balance fluctuates daily as payments are received from agency reimbursements, customer payments, and transfers from GPO appropriations.

Retained Earnings

Under GPO's system of accrual accounting, annual earnings generated since the inception of the Business Operations Revolving Fund have been accumulated as retained earnings. Retained earnings make it possible for GPO to fund a significant amount of technology modernization. However, appropriations for essential investments in technology and plant upgrades are also necessary and are requested annually.

Appropriated Funds

GPO's Congressional Publishing Appropriation is used to reimburse the Business Operations Revolving Fund for costs of publishing the documents required for the use of Congress in digital and tangible formats, as authorized by the provisions of chapters 7 and 9 of Title 44, U.S.C. The Public Information Programs of the Superintendent of Documents Appropriation is used to pay for costs associated with providing online access to, and the distribution of, publications to Federal depository libraries, cataloging and indexing, statutory distribution, and international exchange distribution. The reimbursements from these appropriations are included in the Business Operations Revolving Fund as revenue for work performed. Money is also appropriated to GPO's Business Operations Revolving Fund to increase working capital for necessary investments in information technology and facilities maintenance and repair.

Fiscal Year 2014 Financial Results

Revenue totaled \$696.3 million while expenses charged against GPO's budget were \$672.3 million, for an overall net income of \$24 million from operations. Included in both GPO's revenue and net income is approximately \$15.1 million in funds set aside for passport-related capital investments, as agreed to by GPO and the Department of State, and \$2.1 million in funds resulting from an adjustment to GPO's long-term workers' compensation liability under the Federal Employees Compensation Act (FECA). Apart from these funds, GPO's net operating income from fiscal year 2014 was \$6.8 million. GPO's financial statements are audited annually by an independent third party contracted for by our Office of Inspector General, and we routinely receive a clean, or as it is now called, "unmodified," opinion.

FISCAL YEAR 2016 APPROPRIATIONS REQUEST

We are requesting a total of \$120,000,000 for fiscal year 2016, which is essentially flat compared to the level of funding, \$119,993,000, approved for fiscal year 2015

in Public Law 113–235. Continuing overhead cost-cutting actions undertaken since fiscal year 2011, in addition to a buyout successfully conducted in the first quarter of fiscal year 2015 that reduced GPO’s workforce by 103 positions, have helped make this flat funding request possible. Additionally, with the approval of the House and Senate appropriations committees, each year we have transferred any unspent prior year balances from our appropriations to GPO’s business operation revolving fund, where they are available for the uses for which they were originally appropriated. This also has made it possible for us to reduce the need for new funding.

Our fiscal year 2016 request will enable us to:

- meet projected requirements for congressional publishing;
- fund the operation of the public information programs of the Superintendent of Documents; and
- develop information technology and perform facilities maintenance and repair.

Congressional Publishing Appropriation

We are requesting \$79,736,000 for this account, the same level approved for fiscal year 2015 in Public Law 113–235. Unspent prior year balances from this account that have been transferred to GPO’s business operations revolving fund are available for the purposes of this account for fiscal year 2015 and fiscal year 2016.

House Report 112–148, accompanying the Legislative Branch Appropriations bill for fiscal year 2012, requires the presentation of budget requirements from a zero base. However, GPO has no control over the workload requirements of the Congressional Publishing Appropriation. These are determined by the legislative activities and requirements of the House of Representatives and the Senate as authorized by the applicable provisions of Title 44, U.S.C. GPO utilizes historical data incorporating other relevant factors to develop estimates of likely congressional publishing requirements. These requirements are used as the basis of the budget presentation for this account.

For fiscal year 2015, we estimate that total congressional publishing requirements will be \$82,669,000, using projections based on prior year data. We plan to use \$2,933,000 of transfers from the unexpended balances of prior year appropriations to help offset these requirements. This reduced our need for new funding to \$79,736,000, the level that has been approved for this year.

For fiscal year 2016, we estimate that total congressional publishing requirements will be \$85,750,000, using projections based on prior year data. We plan to use \$6,014,000 that is available in unexpended prior funds to offset part of these requirements, resulting in our request for \$79,736,000 in new funding. Additionally, we plan to set aside \$7,478,000 in transferred unspent prior year funds to finance the continuing development of our Composition System Replacement project, which will implement an XML-based composition system in place of our 30-year old Microcomp system. This year, we plan to request approval for the transfer of approximately \$540,000 in unspent prior year funds to our Business Operations Revolving Fund, to help cover future congressional publishing requirements.

The estimated requirements for fiscal year 2016 include a projected price level increase of \$1,881,000, primarily to cover employee pay increases equivalent with those paid government wide. Additionally, there is a \$1,200,000 increase to cover anticipated volume requirements as derived from historical data, principally for the *Congressional Record*, calendars, and hearings. Partially offsetting these increases are volume decreases projected primarily for documents, bills, and committee prints.

Public Information Programs of the Superintendent of Documents

We are requesting \$30,500,000 for this account, representing a decrease of \$1,000,000 or 3.2 percent from the amount approved for fiscal year 2015 in Public Law 113–235. As with our Congressional Publishing Appropriation, unspent prior year balances from this account that have been transferred to GPO’s business operations revolving fund are available for the purposes of this account for fiscal year 2015 and fiscal year 2016. The requested amount is based on the outcome of using zero-based budgeting to determine the proper levels of funding needed to perform program activities at minimum levels, as directed by House Report 112–148.

The funding we are requesting for fiscal year 2016 will cover mandatory pay and related cost increases of \$342,000. Merit and other pay increases are included for 94 FTE’s, the same as for fiscal year 2015. In addition, the requested funding covers projected price level increases of \$175,000, including ongoing systems maintenance and FDsys operating expenses.

Unspent prior year appropriations balances that have been transferred with the approval of the Appropriations Committees to our Business Operations Revolving Fund, totaling \$1,517,000 will be used to fund the continuation of cataloging and

indexing efforts to harvest and catalog historical publication for digital preservation. In 2015, we plan to request approval for the transfer of an additional \$6,000,000 in unspent prior year funds to support GPO's digitization efforts to expand and develop new digital content and maintain the integrity of the system as a trusted digital repository.

Business Operations Revolving Fund

We are requesting \$9,764,000 for this account, to remain available until expended, for continued information technology projects and necessary facilities projects. This compares with \$8,757,000 that has been appropriated for fiscal year 2015.

Information Technology Projects \$5,532,000

FDsys Projects—\$4,000,000

- General Development (\$3,050,000)—Development of new FDsys features to support identified needs of key stakeholders, including developing new content collections, increasing content in existing collections, enhancing the accessibility of content, and increasing the discoverability of information in FDsys.
- NextGen FDsys Public Website (\$450,000)—Completion of development and launch of FDsys NextGen to support a responsive user interface, search engine replacement, public action linking, user interface improvements, and content curation.
- Certification of FDsys as a Trustworthy Digital Repository (\$250,000)—Development to support the certification of the FDsys Preservation Repository as a Trustworthy Digital Repository.
- FDsys Infrastructure (\$250,000)—Infrastructure for the hardware, storage, and infrastructure environments to manage system performance as FDsys content and usage continues to grow, including support for GPO efforts to migrate FDsys infrastructure components to the Cloud.

Enterprise System Upgrades—\$1,532,000

- Core Router/Switch Replacements (\$400,000)—Replacement and upgrade for segments of GPO's existing core routing infrastructure that have reached end of life.
- Itanium Servers (\$400,000)—Replacement and upgrade of the servers that support GPO's publishing and printing capabilities.
- Enterprise Storage (\$300,000)—Infrastructure funding is necessary to ensure that GPO's IT storage capacity continues to grow to support the agency's application and data storage requirements.
- Data Communications Equipment (\$232,000)—Replacement and upgrade of core communications equipment that has reached end of life.
- Web Filtering (\$200,000)—Replacement and upgrade of the web filtering equipment that protects GPO users from accessing malicious and/or inappropriate Internet sites.

Facilities Projects \$4,232,000

- Upgrade Electrical Substation (\$3,500,000)—There is only one 480V substation in all of GPO's Buildings A, B and C. New, more efficient equipment is 480V by standard (including elevators as well as production equipment). Without upgrading our substation, we risk running out of power to produce essential work for Congress and Federal agencies.
- Structural Evaluations and Remedy Actions (\$400,000)—We have areas of concrete floors that are degrading to the point where they may fail. This funding is to continue any third party structural analysis and for ongoing repairs on the areas in the worst shape.
- Roof replacement (\$332,000)—This represents the remaining phase of our multi-year roof upgrade to improve energy efficiency and reduce the potential for damage and health and safety concerns that can result from leaks in areas that are currently compromised.

Chairwoman Capito, Ranking Member Schatz, and members of the subcommittee, this concludes my prepared statement and I look forward to working with you and members of your staff as you consider our appropriations request for fiscal year 2016.

OFFICE OF COMPLIANCE

PREPARED STATEMENT OF BARBARA J. SAPIN, EXECUTIVE DIRECTOR OF THE OFFICE
OF COMPLIANCE

Madam Chairwoman Capito, Ranking Member Schatz, and Members of the Legislative Branch Subcommittee, thank you for allowing me the opportunity to submit for the record, this statement regarding the budget request for fiscal year 2016 for the Congressional Office of Compliance (OOC).

In its 2016 budget request, the OOC seeks an appropriation of \$4,020,000 for fiscal year 2016, the same amount as the fiscal year 2015 budget request and an additional \$61,000, or 1.5 percent over the fiscal year 2015 enacted amount. This increase will allow us to make necessary improvements to protect our Web site www.compliance.gov to comply with existing cybersecurity standards and to build into the site the capacity to host on-demand on-line interactive training modules that we are developing for Congressional employees. The Congressional Accountability Act (CAA) requires the OOC to carry out a program of education for Members of Congress and other employing authorities of the legislative branch. As approximately half of congressional staff members are working in district and State offices instead of on Capitol Hill, our focus has shifted to e-learning as a means of carrying out our statutory educational mandate.¹ We recently completed our first on-line module, on sexual harassment, and plan for more on other employment issues, such as the Family Medical Leave Act (FMLA) and the Americans with Disabilities Act (ADA). A comprehensive training program, as envisioned in the CAA, continues to be one of the most effective investments an employer can make in reducing complaints and improving worker productivity and reducing absenteeism and employee turn-over. With readily available, user-friendly training modules, we expect to reach more employees.

Looking forward to fiscal year 2016, we will continue to cross-train our small staff of 22 full-time equivalent (FTE) positions and leverage our already lean operations with short term contracts for services. For example, we have used our occupational health and safety (OSH) specialists to conduct our ADA inspections to identify barriers to access for persons with disabilities. We have also used contractors to supplement those inspections so we could cover more areas and buildings. Following enactment of the Office of Compliance Administrative and Technical Corrections Act of 2015, we have increased our use of outside mediators, who are reimbursed with a flat fee per mediation. This request contains sufficient funds to maintain a new case management system that we developed with fiscal year 2015 funds. We are working to add an e-filing component to the system. We are also enhancing our video teleconference equipment to save money on hearing officer travel for cases in district and State offices, and for providing technical assistance and training. The balance of our 1.5 percent budget increase is for cross-servicing providers (Library of Congress, National Finance Center) and other equipment, services, and supplies needed to operate the OOC.

For 20 years now, the OOC has served Congress as a third party neutral for disputes and as an educator for workplace rights. The OOC has made significant contributions to the safety of congressional workplaces through its OSH biennial inspections and OSH case work, and it has used its ADA inspections and ADA case work to eliminate barriers to access to congressional facilities and programs for persons with disabilities. Each of the OOC's five Board members received new 2-year terms in fiscal year 2015.² They have an ambitious agenda for their remaining time, including but not limited to, publishing new ADA, Fair Labor Standards Act (FLSA), and FMLA regulations for approval by Congress. The OOC staff will act on those initiatives as well as continuing to provide quality services to the congressional community on a day to day basis.

¹Public Law 104-1, Section 301(h)(1).

²The Board members count as one FTE and are paid by OOC on a "while-actually-employed" basis.

I am available to answer any questions or address any concerns the Chairwoman, the Ranking Member, or any of the Legislative Branch Subcommittee Members may have.

NONDEPARTMENTAL WITNESSES

[CLERK'S NOTE.—The subcommittee did not hold formal hearings for nondepartmental witnesses. The statements of those submitting written testimony are as follows:]

PREPARED STATEMENT OF THE AMERICAN ASSOCIATION OF LAW LIBRARIES

[Testimony on behalf of the American Association of Law Libraries, Association of Academic Health Sciences Libraries, Medical Library Association, and Special Libraries Association.]

Dear Chairwoman Capito, Ranking Member Schatz, and members of the subcommittee:

Thank you for the opportunity to submit testimony for the record in support of the fiscal year 2016 funding requests of the Government Publishing Office (GPO) and the Library of Congress (LC). We congratulate Chairwoman Capito on her selection as chair of the Legislative Branch Subcommittee and Ranking Member Schatz on his selection as ranking member. We appreciate the supportive comments both of you made during the March 17 hearing on the Library of Congress.

The American Association of Law Libraries (AALL), the Association of Academic Health Sciences Libraries (AAHSL), the Medical Library Association (MLA), and the Special Libraries Association (SLA) represent more than 18,000 librarians and information specialists in the United States and around the world. We serve researchers, students, professionals, businesses, and members of the public with their information needs. Our members rely on GPO for permanent public access to official, authentic Government information and on LC for access to unique collections and authoritative resources. GPO and LC also provide leadership on many critical information policy issues, such as authentication, digitization, and preservation. Therefore, advocating for adequate funding for these agencies is a high priority for our associations.

GOVERNMENT PUBLISHING OFFICE

Access to Government information is the bedrock of a strong democracy. For more than 150 years, GPO has “kept America informed” by providing access to official, authentic Government information. Today, GPO provides cost-effective access to Government information from all three branches in tangible and electronic formats primarily through the 200-year-old Federal Depository Library Program (FDLP) and FDsys.

We are pleased that Congress recognized GPO's place in the twenty-first century by approving a name change for the agency in the *Consolidated and Continuing Appropriations Act of Fiscal Year 2015*, Public Law 113–235. The new name, which changed GPO from the Government Printing Office to the Government Publishing Office, reflects GPO's essential role in publishing and providing access to print and electronic information in the digital age.

Our associations strongly support GPO's request of \$120 million, essentially a flat funding request. We urge the subcommittee to fully fund each account within the request, including Congressional Publishing, Public Information Programs of the Superintendent of Documents, and the Revolving Fund.

Our associations support GPO's request of \$79,736,000 for the Congressional Publishing account. Legislative information—the daily and bound *Congressional Record*, congressional bills, full committee hearings, reports, prints and documents, as well as other materials—is among the most highly used Government material. While our members value the ability to access many of these materials electronically through FDsys, they continue to rely on print distribution of congressional and other materials to depository libraries. In part, this is because not all collections on FDsys are complete; for example, GPO recently conducted a study that revealed that thirty percent of distributed hearings are not available on FDsys. In addition, many users, including members of the public, law students, and faculty, still prefer to use the

print. Therefore, it is essential that GPO continue to produce some materials in tangible form.

We also urge you to approve the requested \$30,500,000 for the Public Information Programs of the Superintendent of Documents, which supports cataloging, indexing, and distribution of Federal publications to depository libraries. As indicated in the Superintendent of Documents' National Plan for the Future of the FDLDP, support for a strong cataloging and indexing program is essential to ensuring continued discovery and access to Government information.

For more than 200 years, the FDLDP has provided geographically convenient access to Government information through a network of libraries around the country. Today, your constituents have access to congressional and other important Government publications and information products through the FDLDP, with the assistance of trained librarians. The FDLDP is undergoing a transformation to an increasingly electronic program. A key component of the National Plan is the Federal Information Preservation Network, which we believe will ensure continued access to Government information, now and for future generations.

Our associations also support GPO's request of \$9,764,000 for the Revolving Fund. Particularly important to our associations is funding for the next generation of FDsys. FDsys launched in 2009 as the source for no-fee access to official, authentic Government information and today includes more than one million individual titles from all three branches of Government. Members of our associations contributed to the development of the first generation of FDsys. For example, AALL members suggested the "search by citation" feature, which was implemented by GPO. It is very important that GPO has adequate funding to increase FDsys content, improve search functionality, and pursue certification as a Trustworthy Digital Repository.

LIBRARY OF CONGRESS

For 215 years, the Library of Congress has been dedicated to its mission to support the Congress in fulfilling its constitutional duties and to further the progress of knowledge and creativity for the benefit of the American people. LC has the unique role of acquiring, cataloging, preserving, and making accessible a vast array of books, recordings, photographs, maps, and manuscripts.

The Law Library of Congress is the world's largest law library, with a collection of nearly three million volumes spanning the ages and covering virtually every jurisdiction in the world. The Law Library is a world leader in providing access to reliable legal materials in print and electronic formats. We strongly support the Library's priority initiatives, including the classification of the remaining volumes to Class K Law Classification and the hiring of dedicated staff to complete this work. Additional staff will allow the Law Library to complete this challenging work in a timely manner and improve the discoverability and accessibility of these materials.

We also support the Library's \$4,814,000 request for its National Collection Stewardship Program to protect its collections by expanding storage on its Capitol Hill campus through the installation of compact shelving and the lease of interim collections storage space until construction of Fort Meade modules, including Module 5, is complete. The Library's one-of-a-kind collection must be protected.

As information is increasingly produced, acquired and preserved electronically, the Library faces monumental challenges in its quest to provide access to knowledge. Therefore, we support the Library's decision to hire a Chief Information Officer (CIO) and Deputy CIO. We believe the CIO and Deputy CIO will help the Library update its infrastructure and better respond to the growing needs of the institution.

We commend LC and GPO for working together, along with the National Archives and Records Administration, to form the Federal Web Archiving Working Group. Preserving born-digital Government information and making it accessible will benefit librarians, researchers, historians, and all Americans. Without this collaboration, publicly available born digital materials are at risk of being lost forever.

CONCLUSION

GPO and LC play a critical role in ensuring permanent public access to Government information in all formats and preserving our cultural heritage. GPO and LC ensure that the American people have continued access to the information that supports a strong democracy.

AALL, AAHSL, MLA, and SLA respectfully urge you to fully fund the appropriations requests of the Government Publishing Office and the Library of Congress.
Sincerely,

HOLLY M. RICCIO,
President,
American Association of Law Libraries.

ABOUT THE ASSOCIATIONS

AALL.—The American Association of Law Libraries (AALL) was founded in 1906 to promote law libraries' value to the legal and public communities, foster the law librarianship profession, and provide leadership in the legal information field. With nearly 5,000 members, AALL represents law librarians and related professionals who are affiliated with law firms; law schools; corporate legal departments; courts; and local, state, and Federal Government agencies.

AAHSL.—The Association of Academic Health Sciences Libraries (AAHSL) supports academic health sciences libraries and directors in advancing the patient care, research, education and community service missions of academic health centers through visionary executive leadership and expertise in health information, scholarly communication, and knowledge management. AAHSL membership is composed of 166 academic health sciences libraries whose medical schools hold member or associate member status in the Association of American Medical Colleges.

MLA.—The Medical Library Association (MLA) is a nonprofit, educational organization with 3,700 health sciences information professional and institutional members worldwide. Founded in 1898, MLA provides lifelong educational opportunities, supports a knowledgebase of health information research, and works with a global network of partners to promote the importance of quality information for improved health to the healthcare community and the public.

SLA.—The Special Libraries Association (SLA) is a nonprofit global organization for innovative information professionals and their strategic partners. SLA serves about 8,000 members in 75 countries in the information profession, including corporate, academic, and Government information specialists. SLA promotes and strengthens its members through learning, advocacy, and networking initiatives.

PREPARED STATEMENT OF THE CONGRESSIONAL DATA COALITION

Dear Chairman Capito, Ranking Member Schatz, and Senators Kirk, Moran, and Murphy:

Thank you for the opportunity to submit testimony on legislative branch funding priorities for fiscal year 2016. Our recommendations focus on improving efficiency within and transparency concerning offices and agencies of the legislative branch, with an emphasis on better use of information technology.

ABOUT US

The Congressional Data Coalition is a coalition of citizens, public interest groups, trade associations, and businesses that champion greater Government transparency through improved public access to and long-term preservation of congressional information.¹

RECOGNITION OF ONGOING SENATE ACTIVITIES

We commend the United States Senate for its recent commitment to publish bill status and summary information—soon to be joined by legislative text—online and in a structured data format. We also appreciate the quarterly public meetings hosted by the invaluable Bulk Data Task Force, of which delegates from the Senate often participate. We remain hopeful that progress will be made on the Joint Committee on Printing's directive to digitize volumes of the Congressional Record from 1873 to 1998.

SUMMARY OF REQUESTS

- Extend and broaden the Bulk Data Task Force
- Publish the Congressional Record in XML and eliminate electronic publication gaps
- Publish a complete and auditable archive of bill text, in a structured electronic format

¹ For more information, visit <http://congressionaldata.org/>.

- Instantiate a Senate-wide committee record publishing system
- Publish a contemporaneous list of widely-distributed CRS reports that contains the report name, publication/revision/withdrawal date, and report ID number
- Release widely-distributed CRS reports to the public
- Publish Bioguide in XML with a change log
- Publish the Constitution Annotated in a machine-readable format
- Publish Senate office and support agency reports online
- Publish Senate Expenditure Reports in a machine-readable format

EXTEND AND BROADEN THE BULK DATA TASK FORCE

One of the greatest successes of the efforts to modernize legislative information was the creation of the Bulk Data Task Force,² the recommendations of which led to the online publication of bill summaries and text in a structured data format and the commitment to add bill status information this year, as well as other improvements. While the Task Force issued its final report in the 113th Congress, many of its participants continue to meet. The Task Force is a unique forum for congressional content creators and publishers to work together and interact with the public. We hope the Senate will deepen its participation as it continues to send delegates from its Senate and legislative support offices to participate in deliberations.

We urge the subcommittee to formally reestablish the Task Force on a permanent basis and expand its mission to broadening availability of congressional information in machine readable formats. There is precedent for this, with the XML Working Group that was created in the 1990s to establish document type definitions for use in creating legislative documents in XML.³ Its scope should include legislative information and records held by committees, offices, and legislative branch agencies as well as other information concerning the operation of Congress.

CONGRESSIONAL RECORD IN XML

The Congressional Record, as the official record of the proceedings and debates of the Congress, is central to understanding congressional activities. Many of the resources we have come to rely upon, such as Congress.gov, republish just a fraction of its contents. Unfortunately, the Congressional Record is not published in bulk in a structured data format, but instead as plain text, and, in some cases, as less versatile PDFs. In addition, the Congressional Record is available online only from 1994 forward and prior to 1873. The Joint Committee on Printing authorized GPO to fill in the 100-plus-year gap in 2011,⁴ although it is unclear whether online publication would be as structured data or in a less flexible format (such as PDF).

While there had been efforts by the public to scrape the version of the Congressional Record on the old THOMAS.gov,⁵ the results were incomplete and the same scrapable information no longer exists on Congress.gov. Moreover, there is no substitute for official publication in a structured data format like XML. We urge the committee to inquire into GPO's efforts to fill the online publication gap and to require future publication of the Congressional Record in XML.⁶

COMPLETE AND AUDITABLE BILL TEXT

The Government Publishing Office is charged to accurately and authentically print the bills before Congress, yet there are gaps in GPO's archive—as seen on FDSys—without any explanation. In addition, public access to the text of bills in the 101st and 102nd Congresses are being removed as a part of the retirement of THOMAS.gov. Furthermore, GPO holds structured data for bills prior to the 111th Congress (when both House and Senate legislation were first published in XML) that it does not make available to the public at all (i.e., in locator code format). We ask that GPO publicly report on the presence or absence of public access to all prints of bills starting with the 101st Congress, including access to the prints in a structured data format, with a public audit log in CSV format. This would build trust in GPO's authenticity and accuracy processes.

²House Report 112–511, available at <http://www.gpo.gov/fdsys/pkg/CRPT-112hrpt511/pdf/CRPT-112hrpt511.pdf>.

³See <http://xml.house.gov/>.

⁴See <http://www.scribd.com/doc/48672433/Constitution-Annotated-Congressional-Record-and-Statutes-at-Large>.

⁵<https://sunlightfoundation.com/blog/2014/02/20/sample-the-new-a-la-carte-congressional-record-parser/>.

⁶In the meanwhile, publication of the Congressional Record in locator code format along with GPO's locator code-to-PDF conversion software, in source code form, may suffice in the interim.

INSTANTIATE A SENATE-WIDE COMMITTEE RECORD PUBLISHING SYSTEM

Committee documents are vital records of congressional activity, but they often are hard to find or search, and are subject to removal from a committee website when leadership turns over or Web sites are updated. We urge the Senate to institute a chamber-wide committee publishing system that serves as a comprehensive repository across committees and congresses.

To address this problem, the House of Representatives created Docs.house.gov, which “provides access to committee documents and text of legislation being considered in committee . . .” dating back to the 112th Congress in XML formats where available. It includes meeting notices, witness lists, witness and member statements, legislative and amendment text, and more. The Clerk of the House administers the site to ensure it is viewed as nonpartisan. Docs.house.gov guarantees that public access to committee records is maintained even as leadership changes and committee websites are updated. We urge the Senate to provide the same level of access to its committee documents.

CRS REPORTS

CRS reports often inform public debate. Its analyses are routinely cited in news reports, by the courts, in congressional debate, and by government watchdogs. However, unlike its sister legislative branch agencies, CRS reports are not released to the public by CRS even though CRS routinely shares them with the media upon request and with officials in the executive branches. In addition, public access often is through third parties that routinely charge a fee for access. We believe all Americans should have an equal opportunity to be educated about important legislative issues—including knowing which reports have recently been released and having free access to them.

We request the subcommittee require CRS to contemporaneously publish online a list of the names, report numbers, and publication/revision/withdrawal dates for CRS reports. We do not include CRS memoranda, which are confidential. In this way, members of the public may contact their Senators if they see a report they are interested in upon its publication or revision. CRS already provides an annual report to the Committee, published on CRS’s Web site, which lists the total number of reports issued or updated. In fiscal year 2012, for example, 534 new reports were prepared and 2,702 reports were updated.⁷ This accounting should be expanded to include an index of the reports and be updated on a daily basis in a machine-readable format.

We further request the public be provided direct online access to the recent Congressional Research Service reports, which we have discussed in prior testimony to the Committee.⁸

PUBLISH BIOGUIDE IN XML WITH A CHANGE LOG

The Biographical Directory of the United States Congress (or Bioguide) is an excellent source of information about current and former Members of Congress. Since 1998, the online version of the Bioguide has been maintained by staff in the Office of the Clerk’s Office of History and Preservation and the Office of the Historian of the United States Senate at <http://bioguide.congress.gov>. Since at least 2007, the underlying data structures for Bioguide data have been provided by the House at its XML Web site. Unfortunately for those who wish to programmatically make use of the information, the Web site’s data is published only in HTML. In addition, the Bioguide Web site provides up to three HTML files for each Member: a biography, extended bibliography, and research collection, which can triple the amount of work required to fully scrape the Web site. We recommend Bioguide information be published in XML. In addition, a change log for the Bioguide Web site through Twitter or an RSS/Atom feed would be helpful to keep the public apprised of updates/changes.

CONSTITUTION ANNOTATED

The Constitution Annotated (or CONAN) is a continuously-updated century-old legal treatise that explains the Constitution as it has been interpreted by Supreme Court. While the Joint Committee on Printing required in November 2010 that GPO

⁷ Annual Report of the Congressional Research Service of the Library of Congress for Fiscal Year 2012, p. 2, available at http://www.loc.gov/crsinfo/about/crs12_annrpt.pdf.

⁸ See Comments of the Sunlight Foundation, May 24, 2013, available at <https://s3.amazonaws.com/assets.sunlightfoundation.com/policy/testimony/Sunlight%20Foundation%20Leg%20Branch%20Approps%20Testimony%202013-05-24.pdf>.

and CRS to publish CONAN online, with new features, and with updates as soon as they are prepared, it did not require publication in a machine-readable format.⁹ This is an important omission, as the document is prepared in XML yet published online as a PDF, even while it is internally available to Congress as a series of HTML pages. This issue is ripe for resolution. At a minimum, publication of either the XML source or the HTML pages would address many of our concerns.

SENATE OFFICE AND SUPPORT AGENCY REPORTS

The legislative offices and agencies that support the work of the United States Senate issue annual or semi-annual reports on their work. These reports are of interest to the public as they help explain legislative operations and often can help ensure public accountability. While some offices routinely publish their reports online, others do not, or do not do so in a timely fashion. We urge that the subcommittee to require all legislative support offices and agencies that regularly issue reports that summarize their activities to publish those reports online in a timely fashion, including back issues.

SEMI-ANNUAL SENATE REPORT ON RECEIPTS AND EXPENDITURES

The semi-annual Senate report on Receipts and Expenditures contain all spending by the U.S. Senate and are currently published online as a PDF. They should be published as data files, such as CSV, to allow for the public to easily analyze the information. The online publication that started in 2011 was a significant step forward, but the data should be available in a more flexible format.

We appreciate your attention to these issues.

Sincerely yours,

Congressional Data Coalition	GovTrack.us
Data Transparency Coalition	OpenTheGovernment.org
Demand Progress	R Street Institute
Free Government Information	Sunlight Foundation

[This statement was submitted by Daniel Schuman, Demand Progress Policy Director.]

PREPARED STATEMENT OF THE LIBRARY OF CONGRESS PROFESSIONAL GUILD, AFSCME LOCAL 2910

Chairwoman Capito, Ranking Member Schatz, and members of the subcommittee:

Thank you for providing us with this opportunity to comment on the fiscal year 2016 budget request for the Library of Congress submitted by the Librarian, Dr. James H. Billington. Our organization—the Library of Congress Professional Guild, AFSCME Local 2910—represents over 1250 professional employees throughout the Library of Congress including Library Services, the Copyright Office, the Law Library, Information Technology Services and the Office of Strategic Initiatives, and all of the Library's Support Operations.

The American economy is a knowledge-based economy which demands high levels of education and innovation. The ability to leverage the intellectual capital in our society is becoming as important as the utilization of our natural resources or the production of commodities. Advances in medicine, science, energy, literature and the arts, telecommunications and information technology are being transformed into economic prosperity for our Nation.

The Library of Congress has a pivotal role to play in this unfolding drama. We thank you for your support of the Library's programs in fiscal year 2015 and we urge you to support the Librarian's current budget request of \$666.6 million.

Staffing.—Sequestration and flat funding in recent years have taken a toll. It can be debated whether the Library is experiencing a “retirement tsunami.” But one thing is certain—talented, seasoned Library veterans are leaving the workforce at an alarming rate, taking with them their institutional knowledge and often a lifetime of experience. This exodus of career employees poses a growing threat which is undermining the Library's ability to fulfill its' mission.

Hiring staff to fill critical vacancies is imperative to stem the erosion of the Library's mission-critical functions. As statistical information the Guild recently compiled shows, two of the Library's core functions have suffered crippling shortages.

⁹ See <http://www.scribd.com/doc/48672433/Constitution-Annotated-Congressional-Record-and-Statutes-at-Large>.

In 2004 there were 506 staff members in the Acquisitions and Bibliographic Access (ABA) unit of Library Services. Ten years later—in 2014—these cataloging and acquisition librarians saw their numbers reduced to 238, a roughly 50 percent decrease. Similarly, reference services in the Library's Collections Services (CS) unit were supported by 313 staff members in 2004. But by 2014 their numbers were reduced to 238, almost a 25 percent reduction in the staff who directly serve our users. Congressional support is essential if the Library is to sustain its' staff many of whom have highly specialized subject matter and foreign language expertise.

I am pleased to report to the subcommittee one small, but important initiative at the Library, a 1 year Phased Retirement Pilot program that was negotiated with the Library's three unions.

On August 8, 2014 the Office of Personnel Management (OPM) published the final rules for its' phased retirement program and, soon thereafter, the Library proposed the establishment of a Phased Retirement Pilot. Although the Library's pilot is a modest one, we are pleased to note that it is the first one implemented in the Federal Government; we hope it will assist the Library with the transfer of knowledge from veteran staff to the next generation of employees.

Stewardship.—The Library of Congress is well-known for having the largest and most comprehensive collection of intellectual and cultural materials in the world. But where is it going to house all of these collections? Even digital resources must be housed.

Members of the subcommittee may have heard stories of the hundreds of thousands of books on the floor or on book trucks in the Jefferson and Adams buildings. It may be hard for subcommittee members to visualize, but this overcrowding of the stacks also creates and magnifies the fire safety and life safety hazards present in those book stacks, putting the collections at greater risk as well as the employees who work in the stacks.

Our book stacks are housed on a metal grid of flooring that is very old. Unlike the regular floors in these historic buildings, the stacks provide no good barriers to the spread of fire and smoke. An old book conveyor system cuts through the floors making a path for the spread of fire. In addition, the weight of all of these books is nearing the peak load sustainable by the metal grid of flooring. These areas have no protected exit path for staff and some even lack fire doors.

As far back as 2000–2001, the Office of Compliance cited the Library and the Architect of the Capitol for these life safety and fire safety hazards and while some corrections have been made, overloading the stacks and piling books on the floor makes conditions worse. At least, the overcrowding can be alleviated with funds for offsite storage. And please support the Architect's request for funding to build protected exits for the Adams and Jefferson buildings.

Like Gutenberg's printing press seven centuries ago, advances in information technology have triggered another information revolution that affects every part of American society. Just like traditional print materials, acquiring, maintaining, providing access and preserving digital materials and digital collections present unique problems and challenges. For the past 30 years, the Library's programs to collect and manage digital materials in its special collections have been based in different Library units without an adequate central location to provide coordination and communication, but with your support that is about to change.

The Guild seeks your support for the Library's request for funding to establish and staff a Digital Collections Center. The Library's collection of digital materials doubles in size every few years and this rapid growth shows no sign of abating in the years to come. Both for the Library itself and the wider American and world library community, there needs to be a centralized platform for managing the vast array of digital materials that the Library collects.

The National Library Service for the Blind and Physically Handicapped.—The National Library Service for the Blind and Physically Handicapped (NLS) administers a free library service to U.S. citizens who, due to organic dysfunction, are unable to read conventionally printed materials. This includes persons with blindness, low vision, macular degeneration, as well as those with physical disabilities, such as Parkinson's Disease, Muscular Dystrophy, Cerebral Palsy, spinal cord injuries—in other words, anyone with a condition that inhibits the handling of printed material. NLS administers this national library system for persons with print disabilities and supplies audio and braille books, magazines, and music-instructional materials via a network of libraries that includes 55 regional, 39 sub-regional libraries and 14 advisory and outreach centers serving over 500,000 patrons. Books and magazines are available in accessible audio and braille formats; books are sent on flash memory cartridges to patrons or can be downloaded directly from the BARD Web site and

a free digital player is provided for audio titles. Over 23 million books and magazines are circulated annually by NLS.

Due to the rapid changes in accessible technologies and improvements in delivery mechanisms, access to materials by the print disabled community is improving. To that end, the Guild supported the staff of NLS by advocating for the Marrakesh Treaty to Facilitate Access to Published Works for Persons Who Are Blind, Visually Impaired or Otherwise Print Disabled. NLS rightly enjoys a reputation as a global leader in the provision of library service for persons with print disabilities and serves a diverse patron base that includes veterans, children, the elderly, and an ever-growing Spanish-speaking population. We thank the committee for its continued support of this vital service for many persons with disabilities across the United States.

The U.S. Copyright Office.—The creativity of authors in the United States is available everywhere one looks—in ebooks and print, in songs on streaming Internet radio, in motion pictures, and in smartphone apps hidden in our pockets. It is no understatement to say that American creativity brings cultural and economic riches.

As the agency administering Copyright Law, the U. S. Copyright Office plays a critical role in the life of our Nation. Today, elected officials, academics, and others are examining how the Copyright Office can better serve the public; strengthen its technology infrastructure, and broaden its external mission. Such a review is important and long overdue. Behind this big picture, we wish to highlight the Copyright Office's Registration Program, whose employees work directly with small authors and the large copyright industry.

Copyright owners rely on registration because the Copyright Office uses it to establish a public record of copyright ownership. These public records represent a stable foundation of copyright facts that enable parties to resolve problems without litigation. Of the 476,000 copyright claims that were registered by the Office in 2014, less than 1 percent ended up in U.S. Federal court. The copyright registration system hums because of 79 registration specialists and 7 problem resolution specialists. These individuals are the unflagging engine of the Copyright Office.

Unfortunately, the number of registration staff has diminished substantially over the last 4 years (there were 130 registration specialists in 2010). For this reason, the Guild strongly supports the budget request for increased funding to the Copyright Office. The addition of 20 Registration Specialists comes at a critical time; work-on-hand is increasing and the electronic system remains inadequate and unfinished.

The Guild also supports the Library's request to add 5 full-time equivalents (FTEs) in Recordation to direct the business process reengineering in that area. The office must continue its transition from a labor-intensive paper process to an effective electronic one.

Office of Inclusiveness, Opportunity and Compliance.—Resources for the Library's Office of Inclusiveness, Opportunity and Compliance (OIC) are at its lowest ebb. OIC implements the Library's Equal Employment Opportunity Program. It is responsible for the internal resolution of complaints and charges of discrimination and for assisting managers, supervisors, and employees with the resolution of other workplace disputes through mediation. The Office is a resource for identifying effective accommodations under the Americans with Disabilities Act and it provides interpreting services for deaf and hard of hearing employees and members of the public. It provides training and analysis on diversity issues. But insufficient staffing and stature within the Library has resulted in significant delays in mediation services, providing effective accommodations, and discrimination complaint processing.

Information Technology.—This past year the Government Accountability Office (GAO) has been at the Library studying the Library's technology infrastructure. And on January 23, 2015 Dr. Billington announced that the Library will be conducting a national search for a Chief Information Officer and a Deputy Chief Information Officer. The forthcoming GAO report and the selection of a CIO is big news.

We assure the members of the subcommittee that whatever recommendations or changes may be implemented as a result of these initiatives, they can depend upon the IT specialists at the Library of Congress to move forward with dedication, expertise and skill. While there is an air of uncertainty about the future of the Library's IT management structure, we know that the employees who provide direct, in-house technology services and digital planning will be there for us on the front lines, thinking forward to the next challenge.

In conclusion, thank you for your continuing support for the programs and staff of The Library of Congress.

SAUL SCHNIDERMAN,
President,
Library of Congress Professional Guild, AFSCME Local 2910.